UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/AC.96/825/Part V/8
16 August 1994

Original: ENGLISH

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-fifth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

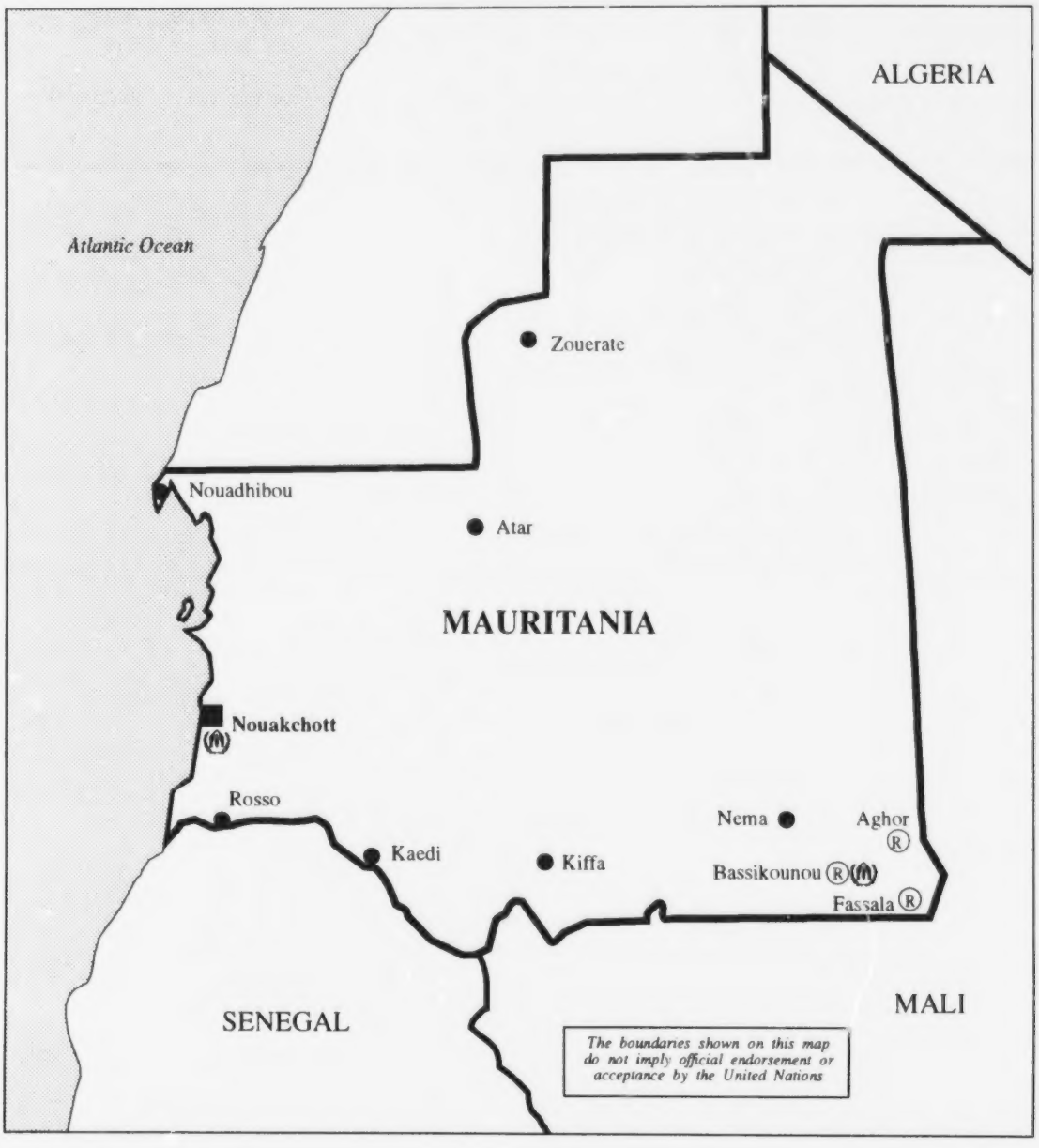
PART V. SOUTH WEST ASIA, NORTH AFRICA AND THE MIDDLE EAST

Section 8 - Mauritania

(submitted by the High Commissioner)

GE.94-03268

MAURITANIA


ALGERIA
Atlantic Ocean
Zouerate
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MAURITANIA
Nouakchott
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Nema
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Kiffa
Bassikounou
Fassala
MALI
SENEGAL
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
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200
Km.
Capital
UNHCR Office
Town or village
Settlement of refugees or displaced persons

V.8 MAURITANIA

Country overview

Characteristics of the refugee population

1. At 31 December 1993 Mauritania hosted 46,700 registered Malian refugees. They were accommodated in three camps, Bassikounou (19,390), Fassala (15,710), and Aghor (11,600), all located close on the eastern border with Mali, in the Hodh El Chargui region. The refugees are of nomadic and semi-nomadic origin and belong to the arab-berberian ethnic group, comprising Tuaregs and Moors, who rely essentially on pastoral activities.

Country of Origin	Number 1/1/93	Number 31/12/93	M	F	C	Location	Type of Assistance
Mali	37,500	46,700	29	37	34	Hodh El Chargui region, south east Mauritania	care & maintenance
Total	37,500	46,700	29	37	34		

2. Women and children make up the majority of the refugee population. Women above 15 years old represent approximately 37 per cent of the caseload, while children under 5 represent 15 per cent and those from 5 to 15 form 19 per cent of the population. Elderly people constitute a significant part of the refugee population.

Major developments (1993 and first quarter 1994)

3. A Tripartite Repatriation Agreement was signed in Bamako on 6 April 1994 between the Governments of Mali and Mauritania, and UNHCR.

4. The registration of newcomers, undertaken by the Mauritanian Food Security Commissionary (CSA) in January and February 1994, indicated a substantial increase in the population since the last registration undertaken in mid-1993. The additional camp residents who arrived over the period since the last census in mid-1993 are Malian refugees who were until then scattered in various areas of Mauritania, and included refugees who came directly from northern Mali. The CSA submitted a new total figure of 57,847 persons as of 28 February 1994, located mainly in Bassikounou (24,314), Fassala (19,410), and Aghor (14,123).

5. The CSA carried out a census to update the above figures to also include the recent influx of a few thousand refugees from northern Mali. The census registered 58,696 refugees as of 31 May 1994, with 24,457 in Bassikounou, 19,920 in Fassala and 14,319 in Aghor.

Programme objectives and priorities

6. UNHCR will promote a voluntary and progressive repatriation of the Malian refugees when conditions in Mali permit their return. Although there are expectations that a limited repatriation operation could get underway in 1994, it is foreseen that UNHCR and its implementing partners may have to continue providing assistance to some 60,000 refugees remaining in the camps.

7. Income-generating activities, mainly vegetable gardening and community centered activities for the rehabilitation and protection of the environment, which are designed to avoid dependency on international assistance, will be reinforced. The assistance activities will also address the specific needs of refugee women and children through appropriate social service activities, as well as ensure their easy access to available assistance and enhance their participation in health, education and income-generating activities, and vegetable gardening projects.

8. To accomplish this objective, UNHCR will continue to reinforce its cooperation with its governmental counterpart, CSA, as well as the Ministry of Health for activities relating to the health sector. Equally vital is the continuation and strengthening of the close cooperation between UNHCR and its non-governmental organization (NGO) partners - CARE-Australia, Médecins Sans Frontières (MSF), Médecins du Monde (MDM) and the International Catholic Migration Commission (ICMC).

Programme delivery and administrative support costs

9. Given the requirements relating to the care and maintenance and the voluntary repatriation programmes for the Malian refugees in an environment characterized by harsh climatic conditions and scarce resources, the Office of the UNHCR Chargé de Mission in Mauritania has placed great emphasis in ensuring the efficient delivery of programme inputs and, to this end, the efficient management of programme delivery administrative support costs.

10. In view of the recent and ongoing influxes of refugees from northern Mali, UNHCR will strengthen its office in Bassikounou in the south-east part of the country to ensure its complete coverage and the fulfilment of its functions relating to programme planning, implementation, monitoring and reporting under the care and maintenance and voluntary repatriation programmes.

Arrangements for implementation/related inputs

11. CSA, a governmental department directly attached to the Office of the Prime Minister, has been designated by the Government to be UNHCR's counterpart. It coordinates the intervention of concerned Mauritanian authorities, and is also the governmental interlocutor for NGOs. In addition to its overall responsibilities, CSA is responsible for the registration of refugees, and for the reception, storage and distribution of the food rations and relief supplies provided by the World Food Programme (WFP) and UNHCR.

12. CARE-Australia is responsible for implementing all the non-food 'in-country' logistics, as well as for running the water and sanitation sectors on behalf of UNHCR. As in previous years, the health sector is entrusted to the Mauritanian Health Ministry, MSF and MDM.

13. ICMC is responsible for sectors which have a specific social impact on the refugee community, particularly education and social services, which are implemented with special regard to the needs of women. The activities mainly cover vegetable gardening, income-generating activities and community-centered environmental rehabilitation needs.

14. In 1994, a total of 9,235 metric tons of basic food, valued at $ 4,179,800 will be mobilized through WFP in close cooperation with UNHCR. In addition, UNHCR will endeavour to provide cash or in-kind contributions to meet supplementary food requirements.

General Programmes

(a) Variations in planned activities in 1993

15. The planned repatriation programme, aimed at facilitating the voluntary return to Mali of some 6,400 refugees, could not be implemented owing to uncertain conditions prevailing in northern Mali. However, shelter and domestic items have been procured internationally. These items are stored in the UNHCR warehouse in Nouakchott and can be readily mobilized once the repatriation operation starts.

16. The main variations in the implementation of 1993 care and maintenance activities have been the phasing out of the NGO, Equilibre, and its replacement by CARE-Australia to implement the logistic sector and part of the water sector, and the introduction of ICMC, which took over implementation of the education sector. Both these NGOs came to Mauritania in July 1993, and have significantly relieved UNHCR of the direct operational role it had assumed since 1991.

(b) 1994 planned implementation

17. Given the delay in implementing the voluntary repatriation programme, it is foreseen that the provision of food, potable water, health, sanitation, shelter, primary education and domestic support, will need to be continued. Measures are being taken to accommodate new arrivals in Bassikounou, Aghor and Fassala camps. Shelters are provided and domestic items distributed among heads of families.

18. In 1994, special emphasis has been placed on education with the assistance of ICMC, and some 2,250 refugee children have already been registered for education in the three camps. A midday meal is provided to encourage attendance. ICMC is also developing income-generating activities in the camps. Some of these activities will include the extension of small vegetable gardens. In addition, ICMC will also launch a programme to develop social activities among refugee women, including income-generating projects such as sewing and tailoring.

19. The protection of the environment will be promoted through the planting of some 12,500 trees in Bassikounou, Aghor and Fassal on the basis of 'one family, one tree'. Seeds are procured and distributed for cultivation of vegetables such as potatoes, tomatoes, onions, eggplant and carrots in family gardens for the benefit of some 800 refugee families in the same three camps. In addition, agricultural implements will be distributed to refugee families. CARE-Australia will improve water facilities, which remain a major concern in view of climatic conditions. The improvements include necessary repairs to three pumping

stations, and the related cisterns and delivery systems. The need to cater for new arrivals will also require some expansion of the water facilities. MSF and MDM will continue to provide health and medical services. A complete census of the refugee population is to be conducted by the authorities before the end of the year.

(c) **1995 programme proposals**

Care and maintenance

20. While UNHCR will continue to explore possibilities for voluntary repatriation, the prevailing situation in northern Mali calls for the continuation in 1995 of the existing care and maintenance activities to ensure the provision of adequate assistance for a population of 60,000 refugees. The desert environment and the distance from any sizeable cities do not provide opportunities for the refugees to develop independent sources of income. They are therefore essentially dependent on UNHCR assistance for survival. The estimated 1995 proposals under care and maintenance cover activities in the sectors of transport, domestic needs, water, sanitation, health, shelter, community services, education, crop production, livestock, forestry and income generation.

21. The sectoral breakdown for the initial and revised 1994 and proposed 1995 allocations is as follows (in US dollars):

Sector	Initial 1994	Revised 1994	Initial 1995
Transport	462,870	815,974	746,044
Domestic	785,600	525,870	677,625
Water	250,000	300,000	350,000
Sanitation	60,000	192,000	74,780
Health	748,353	694,051	625,887
Shelter	369,380	309,632	173,400
Community services	20,000	72,353	50,000
Education	270,000	262,000	294,300
Crop production	75,000	75,000	93,000
Livestock	128,205	0	0
Forestry	210,000	100,870	119,000
Income generation	25,000	100,000	50,000
Legal assistance	57,410	57,462	126,194
Agency op. support	463,282	232,588	452,570
Sub-total	3,925,100	3,737,800	3,832,800
Project personnel	812,400	0	0
Programme Delivery	0	739,300	701,400
Grand Total	4,737,500	4,477,100	4,534,200

Voluntary repatriation

22. In 1995, it is planned to provide transport assistance and repatriation kits for an initial 6,400 needy refugees who may wish to repatriate to Mali.

This assistance includes transport to the home cities, towns or villages in Mali for those refugees who are unable to provide for their own transport. It also includes a basic repatriation kit comprising such inputs as a 'start-up' three-month food supply to bridge the gap between arrival and the first food harvest. If prospects for voluntary repatriation materialize, the necessary funds to cover this initial operation will be requested from the General Allocation for Voluntary Repatriation.

Special Programmes

Other Trust Funds

23. In 1993, an in-kind contribution of $ 529,790 from the Government of Luxembourg allowed UNHCR to benefit from the services of an aeroplane for the transportation of staff and relief supplies (vaccines, medicines, spare parts and equipment) from Nouakchott to the refugee sites and for medical evacuation of critical cases. A contribution was made by the European Union (EU) in 1994 to cover similar needs for an initial period of six months.

24. In addition to basic food commodities supplied by WFP, the EU provided supplementary food, such as dried skimmed milk and canned fish, in 1993. The EU also covered transport costs. Similar contributions to be received from the EU in 1994 will provide for the purchase of supplementary food items, including dried skimmed milk and tea.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

25. Total 1993 administrative expenditures were lower than expected owing to the fact that two Field Officer posts and two local posts were not filled for several months as planned repatriation activities did not take place. Savings were therefore realized under salaries and common staff costs, and consequently also under non-staff costs and general operating expenses.

(b) 1994 planned implementation

26. The revised 1994 requirement is lower than the initial estimate. Salary and common staff costs are expected to be similar to the initial estimate and the provision for the hiring of consultants for repatriation activities has been cancelled. Owing to the yet unclear prospects for any large-scale repatriation taking place, and the fact that furniture and equipment was purchased during 1993, some items budgeted for non-expendable property in the initial budget have also been cancelled. The revised balance represents requirements for furniture, electronic data processing equipment and two vehicles for the Field Office in Bassikounou. Emphasis will also be placed on improving the security of the UNHCR offices and staff in Mauritania by procuring security and communication equipments, since on several occasions UNHCR vehicles have been stolen at gunpoint.

(c) 1995 programme proposals

27. The initial 1995 estimate is slightly lower than the revised 1994 requirements due to an adjustment in the computation of costs for the post of

Junior Professional Officer. All previously approved time-limited posts have been extended until 31 December 1995.

28. Costs under non-staff costs relating to local travel on official business are estimated at marginally higher levels in anticipation of increased in-country air travel in 1995. Costs under general operating expenses are estimated to be lower, since a large part of the main improvements required for the Field Office in Bassikounou will have already taken place in 1994. Provision has been made for the replacement of one office vehicle.

UNHCR EXPENDITURE IN MAURITANIA

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
4,204.9 a/	4,737.5	3,737.8	CARE AND MAINTENANCE	3,832.8
385.0 b/	–	–	VOLUNTARY REPATRIATION	–
2.9 c/	–	–	RESETTLEMENT	–
–	–	739.3	PROGRAMME DELIVERY See Annexes I a and II a	701.4
4,592.8	4,737.5	4,477.1	SUB-TOTAL OPERATIONS	4,534.2
–	–	157.7	ADMINISTRATIVE SUPPORT See Annexes I b and II b	181.2
4,592.8	4,737.5	4,634.8	TOTAL (1)	4,715.4
SPECIAL PROGRAMMES (2)				
2,518.6	–	344.4	OTHER TRUST FUNDS Various assistance	–
61.7	81.8	143.4	ADMINISTRATIVE SUPPORT Junior Professional Officer	60.0
2,580.3	81.8	487.8	TOTAL (2)	60.0
7,173.1	4,819.3	5,122.6	GRAND TOTAL (1+2)	4,775.4

a/ of which US$ 81 incurred against Overall Allocation
b/ obligation incurred aginst the General Allocation for Voluntary Repatriation
c/ obligation incurred against Overall Allocation

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A/AC.96/825/Part V/9
10 August 1994

Original: ENGLISH

EXECUTIVE COMMITTEE OF THE
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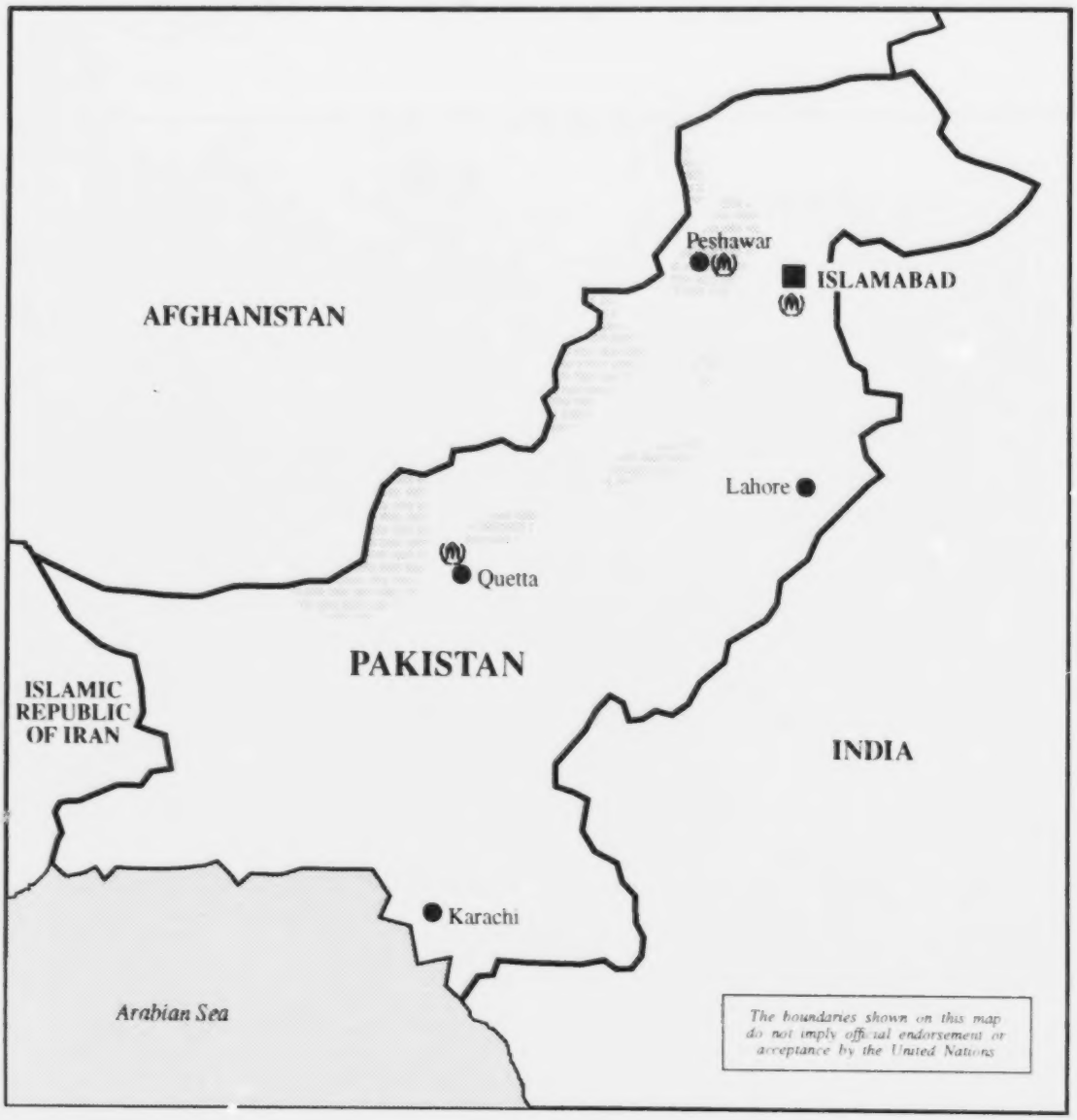
PART V. SOUTH WEST ASIA, NORTH AFRICA AND THE MIDDLE EAST

Section 9 - Pakistan

(submitted by the High Commissioner)

GE.94-03053

PAKISTAN


Peshawar
ISLAMABAD
AFGHANISTAN
Lahore
Quetta
PAKISTAN
ISLAMIC REPUBLIC OF IRAN
INDIA
Karachi
Arabian Sea
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
0
200
Km.
Capital
UNHCR Office
Town or village
Region comprising a population of refugees

V.9 PAKISTAN

Country Overview

Characteristics of the refugee population

1. As a result of repatriation and regular downward population adjustments, the registered Afghan refugee population at 31 December 1993 decreased to 1,477,000 from 1,627,000 at the end of 1992. However, compared to the 1,274,000 refugees who benefited from the repatriation grant in 1992, only 132,600 refugees availed themselves of the grant in 1993, mainly because of the continuing conflict and unstable situation in Afghanistan. For 1994, the projected figure for repatriation has been set initially at 100,000. In the North West Frontier Province (NWFP), some 40,000 recent arrivals benefited from World Food Programme (WFP)/UNHCR assistance in refugee villages in 1993. By the end of May 1994, some 30,000 new arrivals have in addition been registered in Peshawar, NWFP, where emergency assistance is provided to them. Due to downward population adjustments in NWFP and Punjab agreed by UNHCR and WFP, the 1 July 1994 planning figure will be 1,212,000.

2. The new arrivals are mostly of urban background, whereas the majority of the old caseload are of rural background. The majority of refugees originate from the Afghan provinces of Paktia, Logar, Kunduz, Helmand and Nangahar and are 24 per cent adult male, 27 per cent adult female and 49 per cent children. Ethnically, the predominant group is Pushtoon.

3. The non-Afghan caseload of 2,201 persons (859 cases) at 31 December 1993 consisted of 1,225 Iraqis, 747 Somalis, 190 Iranians and 39 from twelve other countries. They reside in the major urban areas of Pakistan as follows: 80 per cent in Rawalpindi/Islamabad, 10 per cent in Quetta, 7 per cent in Peshawar and 3 per cent in Lahore.

Country of Origin	Number 1/1/93	Number 31/12/93	Percent M F C	Locations	Type of Assistance
Afghans*	1,627,000	1,477,000	24 27 49	NWFP, Punjab, Balochistan	CM, RP, EA
Iraq (Kurds)	1,287	1,225	37 21 42	Various towns	CM, EA
Somalia	622	747	"	"	CM, EA
Iran	268	190	"	"	CM, EA
Others	40	39	"	"	CM, EA
Total	1,629,217	1,479,201			

* Unregistered, non-assisted refugees and unverified new arrivals are not included in the above figure. The percentage breakdown by male, female and children is based on surveys prior to the 1992 mass repatriation.

Major developments (1993 and first quarter 1994)

4. The 1993 repatriation planning figures were based on 1992 rates of return. The planning figure was revised downwards from 1 million to 300,000 towards the end of the year, as it became clear that many refugees had decided against repatriation in view of the unstable conditions prevailing in Afghanistan. By 31 December 1993, only 132,600 persons had actually encashed their passbooks, while approximately 340,000 were observed to have crossed the border. As a result of the lower rate of repatriation, initiatives to consolidate and provide services to refugee villages were hindered, except in some where migration resulted in depopulation.

Programme objectives and priorities

5. The UNHCR Branch Office in Pakistan has established the following country programme objectives for 1994 and 1995:

Afghan refugees

6. The objective of scaling down and phasing out the UNHCR care and maintenance programme to take account of repatriation, migration from refugee villages and the attainment of self-sufficiency by those who remain in the camps will continue to be pursued. UNHCR, WFP, the Government and donors all agree that the care and maintenance assistance and general food distribution to all registered Afghan refugees cannot continue indefinitely under the current arrangement, and 1995 has been agreed as the final year that such assistance will be provided.

7. The 14-year stay of the Afghan refugees, their shared ethnicity with the host population, their enterprise in earning a living in the transport, casual and seasonal labour markets, the proximity of many to their farmlands in Afghanistan, all are factors which have led to the *de facto* economic integration and self-sufficiency of the majority of Afghan refugee families in Pakistan. By the end of 1995, assistance activities will be reoriented. To this effect, UNHCR has embarked on several initiatives to implement long-established assistance policies, rationalize levels of assistance and implementation structures in order to target assistance more effectively to those in need and to those whose needs cannot be met from other sources.

8. Conditions prevailing in Afghanistan are not conducive to safe return for many Afghan refugees, nor to attain a stable and sustainable standard of living upon return. However, for wishing to return to relatively safe areas in Afghanistan, UNHCR will, after verification of each family's preparations for return, extend assistance. Should conditions in Afghanistan improve and the demand for assistance to repatriate increase, UNHCR will expand the programme and seek donor support accordingly.

Non-Afghan refugees

9. Measures to harmonize and standardize UNHCR's resettlement policy for the different non-Afghan refugee caseloads were introduced as of the end of 1992. The aim was to apply clear eligibility criteria for treating applications for resettlement. As cases are no longer automatically processed for resettlement and eligibility criteria are strictly applied, the number of resettlement cases departing from Pakistan is expected to be significantly smaller.

10. UNHCR will promote self-sufficiency by financing micro- projects and skills training in order to reduce dependency upon monthly allowances gradually. UNHCR will continue negotiations with the Government to allow refugees freedom of movement, and access to schools, vocational training institutions and to the informal labour market. Repatriation will remain the preferred option for a number of cases to whom UNHCR will provide assistance.

11. UNHCR will continue to study with the Government its accession to international instruments relating to refugees. Some progress is expected in this matter following renewed high-level consultations.

Programme Delivery and Administrative Support Costs

12. Both the care and maintenance programme for Afghan refugees and, in conjunction, the administrative structure of the three offices (Islamabad, Peshawar and Quetta) continue to be scaled down. UNHCR, as well as government and non-governmental organisations (NGOs), will continue staff reductions in 1994 and 1995.

Arrangements for implementation/related inputs

13. The States and Frontier Regions Division of the Government of Pakistan (SAFRON), through the Office of the Chief Commissioner for Afghan Refugees (CCAR) at the national level and the Commissioners for Afghan Refugees (CAR) at the provincial levels in NWFP, Balochistan and the Punjab, implements 70 per cent of the UNHCR-funded programme for Afghan refugees. In addition, there are 15 NGOs currently complementing government assistance activities, which account for 17 per cent of the UNHCR budget. UNHCR directly implements projects for international procurement and the costs of staff seconded from other agencies. WFP, in consultation with UNHCR, handles resourcing, allocation and coordination of all basic food assistance. The Government handles food delivery and distribution in the Afghan refugee villages according to plans agreed with WFP and UNHCR. Some 119,500 metric tons of basic food items valued at $ 20 million are to be mobilized in 1994 through WFP. A smaller quantity is being recommended by WFP and UNHCR for 1995, when the current food distribution programme is planned to be substantially reduced, while at the same time maintaining a food assistance programme specifically for vulnerable groups, as well as food-for-work projects.

14. The National Bank of Pakistan extends its cooperation in the implementation of cash grants in the encashment centres, under the Afghan Repatriation Programme.

General Programmes

(a) **Variations in planned activities in 1993**

15. The intensification of hostilities in Afghanistan in January 1993 severely affected the prospects of a large scale return for another year and delayed the planned scaling down of services in the camps. In 1993, 132,600 refugees availed themselves of the repatriation cash grant, as compared to the revised planning figure of 300,000. Throughout 1993, as a result of the constant security threats to the residents of Kabul caused by intermittent factional fighting, some 40,000

new arrivals crossed into Pakistan seeking refuge and assistance. Many of the new arrivals were accommodated in urban Peshawar by relatives and friends and were not in immediate need of assistance. In agreement with WFP, provision was made for food rations to be distributed to those whose registration was verified and who were living in recognized refugee villages. Approximately 40,000 new arrivals thus benefit from food assistance.

16. A household survey had been planned in Balochistan to determine the number of registered refugees (approximately 280,000) as compared to those physically present in the camps and thereafter to issue new passbooks to refugees who would be entitled to full rations. Despite obstruction by refugee group leaders, UNHCR will attempt to carry this out in 1994. The current ration level for refugees which follows a distribution system based on family heads, remains at ten kilograms of wheat and 600 grams of oil per person per month. At the end of 1993, UNHCR and WFP adopted a lower figure of 160,000 refugees for Balochistan.

17. Due to the reduced scale of repatriation in 1993, the stock of kerosene was depleted earlier than envisaged. UNHCR has been seeking in-kind bilateral contributions of 4 to 5 million litres of kerosene for distribution to 60,000 families at the rate of 15 litres per family per month. No pledges have been received to-date.

18. In the second half of 1993, the Branch Office had planned to carry out a socio-economic survey of all non-Afghan refugees, with the intention to move from providing long-standing monthly allowances towards assistance focussed on self-reliance. This approach was rejected by refugees, in particular Iraqi Kurds, who interpreted the move as an attempt by UNHCR to undermine their efforts for resettlement.

19. In June 1993, the Government of Pakistan intervened to provide temporary refuge to some 380 Bosnian refugees (ex-Croatia). The Government provided extensive assistance directly to this group. Towards the end of the year, UNHCR received requests for resettlement from over 200 Bosnian refugees.

(b) **1994 planned implementation**

20. For 1995, a different approach to budgeting will be applied, whereby each project component will be appraised to determine which types and levels of inputs are essential for life-sustaining activities. In order to implement this approach from the beginning of 1995, 1994 is a year of transition, where further budgetary reductions will be made by identifying redundant services in relation to the number of beneficiaries and location of refugee villages. A 15 per cent reduction under most sectors of assistance has been attained in 1994 as against the revised 1993 allocations.

21. In the first four months of 1994, surveys were conducted in NWFP, Balochistan and Punjab to analyse socio-economic conditions, nutritional status and population levels in the camps. The results of the 1994 joint WFP/UNHCR food assessment surveys will be submitted to the Government. The surveys provide valuable data which will enable UNHCR and the Government to continue to rationalize and eventually phase out care and maintenance assistance.

22. In January 1994, the escalation of hostilities in and around Kabul brought about a massive exodus of hundreds of thousands of Kabulis towards areas of

relative safety in eastern Afghanistan and western Pakistan. Approximately 30,000 have been registered as new arrivals in Pakistan at a new tented camp (Nasirbagh) near Peshawar. The introduction of strict border restrictions as from 12 January 1994 by the Pakistan authorities severely limited entry to those seeking refuge and assistance. An allocation of $ 2.1 million has already been made from the 1994 Programme Reserve to cover the immediate needs of up to 40,000 new arrivals. UNHCR and WFP have adopted a planning figure of 60,000 for new arrivals in 1994. Should the influx continue, the care and maintenance requirements for the new arrivals may need to be augmented in the second half of 1994.

23. The joint WFP/UNHCR food assessment mission which visited Pakistan in June 1993 recommended a six point plan for establishing of a planning figure for food distribution in Balochistan. The plan envisages a survey of habitable dwellings in refugee villages and direct food distribution to families verified by this exercise. The survey assumed one family with an average size of seven persons for each dwelling. The exercise started in the village of New Saranan, the largest refugee village in the province. The field work was completed and survey results compiled. Distribution of full rations to the surveyed families started in March. It is expected that this event will have a positive impact on many refugee villages whose leaders have hitherto resisted the survey.

24. UNHCR and Savera, the NGO that provides assistance to the non-Afghan refugees, will pursue initiatives to lessen the dependency of non-Afghan refugees on monthly subsistence allowances. Refugees will be encouraged to start income-generating activities with UNHCR assistance. Assistance will also be given to those attending apprenticeship and language courses and other vocational training schemes.

25. The financial impact of the introduction of micro-project schemes, the increase in subsistence allowance rates, the higher costs for assisting larger numbers of refugees who relocated to Rawalpindi/Islamabad and the opening of a Savera Counselling Service in Rawalpindi and the possible closure of Savera in Quetta reflect the need for an upward revision to the 1994 initial budget under care and maintenance for non-Afghan refugees. In this regard, the planning figure for the number of non-Afghan refugees in Pakistan to be assisted by UNHCR in 1994 is 2,600 persons.

(c) **1995 programme proposals**

Care and maintenance

26. From 1995, while scaling down of redundant services will continue, the care and maintenance programme will be rationalized and streamlined to meet the vital needs of the remaining refugees. The phasing out of current assistance activities will be pursued actively and the following parameters will further determine the appropriate approach: the fact that only one third of the 1990 refugee population still reside in refugee villages; the vital needs of refugees who will require continued assistance; the conditions surrounding and affecting vulnerable groups; the national and local capacity to integrate services provided to refugees with those for the local population and vice-versa; and the level of donor interest and multi-lateral support to the programmes of the World Bank and United Nations agencies. To achieve these challenging objectives in 1995, UNHCR stands ready to play a catalytic role for multi- and bi-lateral donor interest in

funding programmes which could in part be directly implemented by the Government. UNHCR will maintain activities targeted to assist vulnerable groups, while fostering and promoting self-sufficiency.

27. As the new approach entails a wide range of structural changes, UNHCR has requested the concerned parties - namely government departments, United Nations agencies and donors - to participate in the preparatory work. In order to emphasize the relevance of this approach, UNHCR will also follow-up with other agencies at the Headquarters level.

28. Long-standing programmes aimed at giving Afghan refugee women training and an opportunity to earn an income, primarily in health related activities, are proposed for implementation in 1995 even though the number of experienced NGOs in this field is decreasing. Women's activities include quilt and handicraft production, maintaining tree nurseries, poultry and goat raising, mine-awareness

training, community health worker training and training of blind women to cope with their disability.

29. With the majority of Iraqi Kurds shifting from Quetta to Rawalpindi and Islamabad, the 1995 project will be adjusted accordingly, although the planning figure of 2,600 refugees will remain the same as in 1994. The activities will promote counselling, medical and education services and support to self-help and skills training initiatives, with a view to reducing dependancy on monthly allowances.

30. The sectoral breakdown for the initial and the revised 1994 and the proposed 1995 care and maintenance requirements are as follows (in US dollars):

Sectors	Initial 1994	Revised 1994	Initial 1995
Food	0	80,669	0
Transport/Logistics	590,330	577,780	270,794
Domestic needs/ Household support	883,395	1,808,834	1,056,222
Water	1,362,805	1,626,817	998,655
Sanitation	405,277	711,513	426,725
Health/nutrition	3,105,620	2,879,219	2,378,971
Shelter	116,320	1,295,356	16,722
Community services	847,635	551,909	825,889
Education	3,052,185	3,464,630	2,733,358
Crop production	4,200	0	20,067
Livestock	2,600	0	20,067
Income generation	1,030,765	976,420	644,914
Legal assistance	56,747	134,772	45,223
Agency op. support	1,998,921	2,146,081	742,292
Project personnel	1,486,400	0	0
Programme Delivery	0	2,797,700	2,801,700
Total	14,943,200	19,051,700	12,981,700

* The revised 1994 figure includes $ 2,123,000 for the emergency operation for the new arrivals mentioned in para 5.7.22 above.

Voluntary repatriation

31. For many of the 2,600 non-Afghan refugees, the option of voluntary repatriation remains. When the situation in their respective countries of origin improves, UNHCR will provide assistance in order to ensure their safe return.

Resettlement

32. UNHCR will pursue resettlement possibilities for the remaining Bosnian refugees and other non-Afghan refugees who have requested resettlement, while ensuring that the criteria for resettlement to third countries are adhered to.

Special Programmes

Education Account

33. The nation-wide selection of candidates among Afghan refugees in NWFP is handled by CAR's Refugee Scholarship Committee, on which the CAR, UNHCR and the Provincial Educational Department are represented. Implementation is carried out by the Education Cell of CAR in NWFP. For the 1993/94 school year, UNHCR is assisting 52 Afghan and 40 non-Afghan refugees under two scholarship projects. From the academic year 1994-95, new scholarships will be limited to students of higher institutions in NWFP. It is anticipated that the Government's recent policy of increasing the tuition fees for foreign students will not apply to refugees.

Afghan Repatriation Programme

(a) **Variations in planned activities in 1993**

34. Although return to Afghanistan during 1992 was unprecedented in scale, over 1.5 million Afghan refugees remained in Pakistan as of January 1994. UNHCR had planned to facilitate the voluntary return of up to one million registered refugees over the course of the year through the provision of repatriation grants to registered refugees and subsidized transport to all refugees, whether registered or not, returning to destinations in northern Afghanistan. Each returning family which crossed the border at points monitored by UNHCR was to receive a plastic sheet or tarpaulin for use as temporary shelter.

35. Sporadic but intense hostilities in Kabul and in some provincial capitals left most refugees unwilling to risk return as the year progressed, and, by late summer, UNHCR reduced the returnee planning figure to 300,000. By the end of 1993, only 22,390 ration books, representing 132,600 persons, had been surrendered in return for the repatriation grant. The International Organization for Migration (IOM), UNHCR's implementing partner for the assisted transport programme, provided subsidized transport to 28,400 people returning to destinations in northern Afghanistan.

36. Although repatriation in 1993 lagged far behind original planning expectations, over 340,000 people were recorded at major border crossing points leaving Pakistan to return home (26 per cent adult male, 24 per cent adult female and 50 per cent children). Just over 65 per cent of these persons were destined for the provinces of Nangarhar, Paktia, Kunar, and Logar, all areas of eastern Afghanistan which have remained unaffected by the ongoing hostilities. Three of

these four provinces - Paktia, Logar, and Kunar - are home to the largest groups of refugees still remaining in Pakistan.

(b) 1994 planned implementation

37. On 1 January 1994, intense fighting broke out in Kabul and, although the great majority of refugees still in Pakistan profess a strong determination to return home, most are uncertain as to when they will find it safe enough to do so. Given current conditions, UNHCR cannot predict how many of the Afghans remaining in Pakistan will choose to repatriate in 1994. Conditions prevailing in several areas make large-scale repatriation in 1994 unlikely. However, as could be witnessed in 1993, occasional intense fighting in Afghanistan may not deter large numbers of Afghans from deciding to go home if they consider conditions in their villages to be secure enough.

38. The Repatriation Grant Programme will continue on the basis of 100,000 registered refugees in Pakistan receiving a cash and wheat grant upon surrender of their ration cards. UNHCR's programme of subsidized transport assistance, operated by IOM, will be reviewed if and when conditions allow IOM to operate inside Afghanistan. Distribution of plastic sheeting or tarpaulins to each departing family for use as temporary shelter will also be continued.

(c) 1995 programme proposals

39. UNHCR plans to re-examine the Repatriation Grant Programme and initiate a programme of pre-departure assistance to address basic needs identified for those remaining refugees who wish to return to their home areas. A combination of fully subsidized or partially assisted transport for the remaining caseload who wish to repatriate and who do not have the resources to do so could be part of such a programme. In addition, quick impact projects with cross-border inputs to address rehabilitation needs in their home communities will be considered if conditions allow.

Other Trust Funds

40. Under the German Albert Einstein Academic Refugee Initiative (DAFI) scholarship programme, 20 scholarship places are available for the 1994/1995 school year of which 19 have been awarded; twelve in NWFP, two in Balochistan and five in Islamabad.

41. Radda Barnen contributed funds in 1993 for the placement of support staff for social services work in the UNHCR Sub-Office in Peshawar. The same agency has provided funds again for 1994 to ensure the continuation of the social service activities, which address the impact of reduced services in refugee camps, particularly with respect to vulnerable groups.

42. Fifteen litres of Kerosene per family per month are currently being distributed for the five winter months of the year. With the stock depleted, donor contributions are required to provide oil either to UNHCR or directly to the Government of Pakistan in order to meet the needs of some 100,000 families (approximately 7.5 million litres).

UNHCR/World Bank Income Generating Project (IGPRA/III)

43. The third and final phase of this project commenced in July 1992 and is scheduled to be completed by the end of 1994. The project is budgeted at $ 26.6 million and includes 69 sub-projects in the three provinces hosting refugees; NWFP (52), Balochistan (13) and Punjab (four). The project includes environmental protection (afforestation and watershed management), rehabilitation and upgrading of infrastructure (irrigation and roads) in areas hosting refugees, and training. As in the previous two IGPRA projects, UNHCR's employment monitoring has confirmed that the average refugee participation rate of 67 per cent is higher than the prescribed 50 per cent planned under the project, and that the repatriation movement in 1993 has not affected the availability of refugee labour. Similarly, in 1994, the repatriation is not seen to affect the remaining sub-projects. The tree nursery sub-project implemented by the Norwegian Refugee Council in NWFP benefited 53 Afghan refugee women who raised more than 116,000 seedlings in the first half of 1994. An overall evaluation by UNHCR and the World Bank with the participation of the concerned donors will be undertaken before the termination of the ten-year period of the project so that the experience can be recorded for future reference and possible application in other refugee situations.

44. With the IGPRA project coming to an end in 1994, there is still an obvious need for environmental rehabilitation work in areas which have hosted refugees. UNHCR will play an important role in mobilizing the necessary resources and to involve development agencies in reafforestation programmes, in an attempt to alleviate the environmental burden placed on the host country.

Programme Delivery and Administrative Support Costs

(a) **Variations in planned activities in 1993**

45. The staffing structure in Pakistan is complex due not only to the overall number of staff, but because of the various categories of posts which have been created over the years under different projects and different sources of funding. Given the reduced pace of the Afghan repatriation programme in 1993 and therefore the diminished scaling down of the care and maintenance programme, plans to reduce the number of posts substantially were not realized.

46. In terms of variations in UNHCR staffing levels in 1993, one post of Administrative Officer in the Sub-Office in Quetta was discontinued effective 30 September 1993, which resulted in a reduction under salaries. Variations between budgets and actual expenditures occurred under common staff costs, due the application of a standard rate for the budgeting of common staff costs, whereas actual expenditure was higher.

(b) **1994 planned implementation**

47. Every effort is made to consolidate functions without affecting the day-to-day work, especially with respect to the close field monitoring required under the current phase of repatriation. This process is achieved primarily through the consolidation of services and the rationalization of the number of camps. It is expected that, by the end of 1994, the seven field houses which are used for camp monitors will be closed.

48. In 1994, changes in staffing levels resulted in net reductions under salaries, although some new posts were created. In Islamabad, one post of Finance Officer was discontinued effective 1 January 1994. The post of Coordinator under the World Bank project was, however, extended until the end of 1994. In Peshawar, the posts of Senior Repatriation Officer and International Administrative Assistant were discontinued effective 31 January 1994 and 31 December 1993, respectively, while one Programme Officer post was extended until the end of 1994. In addition, in view of the reduction and phasing out of activities by agencies, four local posts were approved for creation effective 1 January 1994. In Quetta, four posts, including one international and one national officer post, were discontinued effective 31 December 1993, while seven posts, including three professional posts, were approved for extension until 31 December 1994. In addition, two local posts were created effective 1 January 1994.

49. The total revised 1994 requirements are thus lower than the initial estimates due to the reduction of posts at the end of 1993 and early 1994, although common staff costs are higher due to the application of a higher and more realistic rate for the budgeting of these costs. Non-staff costs, particularly for local and regional travel, have increased due to the high costs for travel of the Islamabad-based Regional Officers. General operating expenses and the costs of office supplies are also higher than expected due to increased needs resulting from the new influx of refugees, mainly from Kabul, which led to the opening of the Nasirbagh camp in Peshawar.

(c) <u>1995 programme proposals</u>

50. At this juncture, a local post in Islamabad is foreseen for discontinuation by the end of December 1994, while ten posts, including four Regional based posts and three local posts, will continue at least until the end of 1995. All other posts in Pakistan, including previously approved time-limited posts were approved for continuation until the end of 1995. In Sub-Office Peshawar, a post of Repatriation Officer will be discontinued at the end of December 1994, while eleven posts, including a Programme Officer post and two National Officer posts, have been approved for extension until 31 December 1995. In Quetta, a post of Driver will be discontinued as of 31 December 1994, while the extension of ten posts, including two professional posts, one Junior Professional Officer and one National Officer, were approved for periods ranging between two and twelve months in 1995. Depending on the rate at which the programme is reduced, it is anticipated that, by the end of 1995, further reductions of UNHCR posts could take place, particularly if the large-scale care and maintenance programme is to phase out by the end of 1995.

51. The 1995 initial estimate is lower than the 1994 revised estimate, mainly due to the reduction of posts. Furthermore, in view of the scaling down of the programme under care and maintenance in 1995, the overall requirements under all budget chapters have been reduced, except for an increase in office supplies and materials, and the acquisition of equipment, which is higher due to the need to upgrade computer equipment, and to replace some vehicles.

UNHCR EXPENDITURE IN PAKISTAN

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
17,949.5	14,943.2		CARE AND MAINTENANCE	
		11,706.0	Old Afghan caseload	8,519.5
		2,425.0	Non Afghan caseload	1,660.5
		2,123.0	New Afghan arrivals	–
2.8 a/	–	–	VOLUNTARY REPATRIATION	–
9.0 a/	–	–	LOCAL SETTLEMENT	–
92.5 b/	81.3	–	RESETTLEMENT	–
–	–	2,797.7	PROGRAMME DELIVERY See Annexes I a and II a	2,801.7
18,053.8	15,024.5	19,051.7	SUB-TOTAL OPERATIONS	12,981.7
1,676.4	1,523.6	496.2	ADMINISTRATIVE SUPPORT See Annexes I b and II b	521.8
19,730.2	16,548.1	19,547.9	TOTAL (1)	13,503.5
SPECIAL PROGRAMMES (2)				
			EDUCATION ACCOUNT	
127.7	103.0	103.0	115 university scholarships	103.0
6,350.5	12,000.0	9,968.6	AFGHAN REPATRIATION PROGRAMME	5,076.5
–	–	728.8	PROGRAMME DELIVERY	565.0
–	–	282.4	ADMINISTRATIVE SUPPORT	236.2
176.7	9,000.0	–	WORLD BANK PROJECT	–
			OTHER TRUST FUNDS	
123.8	–	38.0	Various assistance	33.2
–	1,500.0	–		–
110.0	38.9	103.1	PROGRAMME DELIVERY	20.0
			ADMINISTRATIVE SUPPORT	
118.1	105.0	95.0	Junior Professional Officer	95.0
7,006.8	22,746.9	11,318.9	TOTAL (2)	6,128.9
26,737.0	39,295.0	30,866.8	GRAND TOTAL (1+2)	19,632.4

a/ obligation incurred against Overall Allocation

b/ of which US$ 9,809 incurred against Overall Allocation